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BUREAU OF PLANT INDUSTRY

M E M O R A N D U M

RELATIVE TO

THE ORGANIZATION AND FUNCTIONS

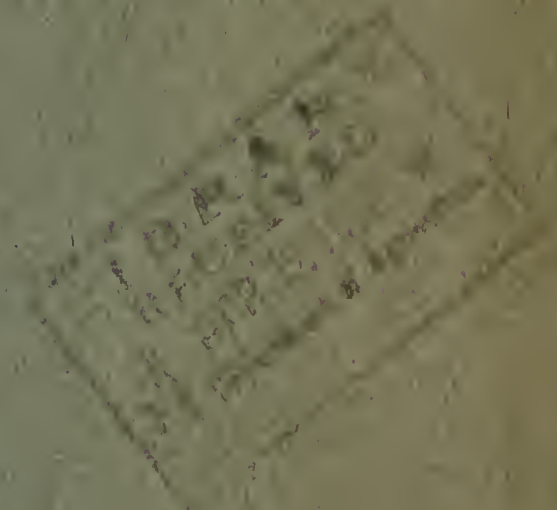
OF THE

COMMITTEE ON PROJECTS

COMMITTEE ON COOPERATION AND OUTLYING STATIONS

COMMITTEE ON EFFICIENCY AND PROMOTIONS

COMMITTEE ON PUBLICATIONS.







February 7, 1912.

To the Officers and Assistants,

Bureau of Plant Industry.

Gentlemen:

With a view to bringing about closer relationships in the Bureau and for the purpose of giving an opportunity to the Chief and Assistant Chief to keep in more direct touch with all branches of the work, it is proposed to make certain changes in the arrangement and organization of committees. To this end the present Committee on Projects, the Committees on Promotions, and the Committee on Publications will be discontinued and four new committees will be organized and become effective February 15, as follows:

(1) Committee on Projects. - Mr. W. A. Orton, Chairman, Dr. R. H. True, and Mr. Bradford Knapp.

(2) Committee on Cooperation and Outlying Stations, - Prof. E. C. Chilcott, Chairman, Prof. A. C. Corbett, and Mr. O. F. Cook.

(3) Committee on Efficiency and Promotions, - Mr. David Fairchild, Chairman, Mr. H. B. Waite, and Prof. W. J. Spillman.

(4) Committee on Publications, - Mr. Carl S. Scofield, Chairman, Mr. H. F. Kellerman, and Mr. C. E. Smith.

It is proposed that the chairmen of these four committees, acting in conjunction with the Chief of the Bureau,



the Assistant Chief, and the Second Assistant Chief, will constitute a Committee on Plans and Policies.

It is proposed that the four major committees shall be actively constructive organizations, the chairmen of which shall at all times keep in close touch with general administrative affairs and familiarize themselves with all lines of work conducted throughout the Bureau. In order to effect this close cooperative sympathy with the administrative officers, arrangements will be made for frequent informal meetings with the members of the committees.

Heretofore the exigencies of the work of the Bureau have made it impracticable for the Committee on Projects to give little more than general supervisory attention to the projects as a whole. It is proposed that the new project committee shall so handle the projects under the advice and assistance of the Chief and Assistant Chief that the projects themselves will have the same administrative support and attention as matters coming from the Promotion Committees or the Publication Committee.

It is proposed further to have all questions of efficiency and promotions in the Bureau considered and acted upon by the Committee on Efficiency and Promotions. With a view to aiding this Committee in the matter of detail work connected with the clerical and other statutory positions, the Chairman will call to his assistance a sub-committee, consisting of Mr. James E. Jones, Mr. L. H. Estabrook, and Mr. W. F. Callander.





With a view to coordinating the work of the Editorial Office with that of the Committee on Publications, Mr. Rockwell is instructed to consult and confer with the Chairman of that Committee on matters of detail which he is not in position to settle himself and which are not yet ready for final submission to the Chief or Acting Chief of the Bureau.

It is requested that these four Committees shall organize at once and when organization is fully effected, a meeting will be held at which the Chief and Assistant Chief will give further details regarding the work of each. The appointment of the four committees as given above will not remove the necessity for special committees from time to time. Thus the special Committee on Crop Deterioration under Irrigation will continue and another special committee to be known as An Advisory Committee on Plans and Policies Affecting Irrigation Agriculture will soon be named.

Very truly yours,

(Signed) B. T. Galloway,

Chief of Bureau.



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In pursuance of the plan set forth in the foregoing letter, a meeting of all the members of the committees was called on Thursday, February 14th. At this meeting the Chief of the Bureau presented a general statement regarding work in the Bureau and the functions of the several committees as follows:

Need for  
revision  
of Work.

"Opportunity has been afforded for a somewhat critical study of the Bureau as a whole and the conditions as we find them affecting various phases of our work. When one comes to look carefully over the situation, conditions are found which it seems very desirable to take cognizance of, and for this reason it would seem well at this time to carefully review the work with the idea of possibly getting hold of some concrete facts which will better enable us to shape our future efforts.

Waste and  
Accompani-  
ment of  
Growth.

"Looking back over the past ten or twelve years, the record of the development of this Bureau, as well as other branches of the Department, has unquestionably been phenomenal. In some ways this has been an advantage and in other ways it has been a disadvantage. Growth has been so rapid that there has necessarily been considerable waste, both in time and in money. I do not think it necessary that we should unduly condemn ourselves for this evident waste. Waste is always the accompaniment of rapid growth, as is evidenced in every phase of investigational and educational activity through the country. It seems to me that the time has arrived in connection with the work of this Bureau when we should give very careful thought to this matter with a view to so shaping our efforts as to eliminate as many of those wastes as practicable.

Need for  
Concentra-  
tion of  
Effort.

"I think all will agree that one of the fundamental needs of our work is in the direction of concentration. Growth has been so rapid that our best men--men who are capable of doing the best kind of investigational work--have not had proper opportunities for the reason that their time is fully taken up in looking out for new fields and in procuring and formulating plans for lines of work already started or about to be projected. In all this hurly-burly of expansion the proper atmosphere for the best sort of research is lacking, and it seems to me that one of our fundamental aims should be in the direction of so managing our affairs as to develop and encourage this atmosphere of research, for, after all, our very future and the future of all agricultural development must depend on investigational work and the discoveries such work will bring.



Value of  
Fixed In-  
come.

"In looking over the field and reviewing the increases in funds which have been secured for lines of work, including that of research, one is almost forced to the conclusion that it would have been far better for all branches of our Bureau if we had been more or less dependent on a fixed income for a given period of time. The experiment stations of the country are now shaping themselves so that they are in position to do most excellent research work through the Adams Act. This act, definitely fixes the annual income for each station; the stations know what they have to expect and the men who are engaged in research work have planned and arranged their projects in such a way that they can concentrate their efforts on those projects, so that their time is not largely occupied with shaping up new matters which appear to be coming to them or which they are hoping to secure through an increase of appropriation. I have heard it stated that a failure to increase appropriations would mean cessation of growth. I do not think this holds true, especially for research work, which can only attain its best ends through the removal of all distractions and the necessary rush and rush which are the accompaniment of securing new funds and seeking for other new funds in the years ahead of us.

Completion  
of Projects  
on Hand of  
First Im-  
portance.

"I do not wish to be understood as taking the ground that we should not look for more funds for legitimate lines of work, but I do most urgently commend to your attention the absolute necessity for a concentration of effort and the cessation of a desire to file new projects while many others already filed are still in a half-starved state through lack of time and attention and the necessary money to finance them.

Growth of  
Administra-  
tive Work.

"With all this growth and development in the Bureau, the administrative work has necessarily grown enormously. No one not fully in touch with it has, I think, any appreciation of the many administrative knots and knots that have to be untied every day. The administrative officers must assume responsibility in work of this kind and must not only assume responsibility, but in order to get the decks cleared and keep the machinery moving action has frequently to be taken quickly in order to avoid congestion.





Freedom  
of Action  
Necessary.

"It is not necessary for me at this time to make any statement as to the reasons for the development of our Bureau along the lines on which it has been developed. Suffice it to say that our object has been to build up an institution which would stand by itself and which should be so conducted that the men in it would have the greatest freedom of action consistent with the development and progress of the Department as a whole.

Organization  
of New Com-  
mittees.

"Coming now to the question of the organization of the new committees I may say that various plans have been considered and it is believed that the one set forth in my letter of February 7 is worthy of trial. It is not believed that this arrangement is final or perfect. Undoubtedly changes will have to be made, but it is proposed to make the experiment along the lines indicated and as the work develops to make such changes as the exigencies of the situation may require. The membership of the committees has been made small in order to get effective and quick action.

Committee  
on Projects.

"Taking the committees as they have been appointed, we have first the Committee on Projects, consisting of Dr.orton (Chairman), Dr. True, and Mr. Knapp. Up to this time we have had no very satisfactory way of handling our projects. It is true we have had a Project Committee, but opportunity has not been fully afforded this Committee for purely constructive work. I think it is necessary that the Committee on Projects should endeavor at once to establish some definite and specific basis for action. To this end I believe the committee should clearly define a project.

Scope of  
Work.

"In order that this definition may be understood this committee should bear in mind our efforts to nationalize our projects. In other words, the definition should be so worded as to exclude any and all projects that are local or semilocal in their nature. The State experiment stations are now in a position to handle a considerable number of the projects that we have on our lists and I think these projects should have most careful thought on the part of the Committee on Projects, matters being so shaped as to wind them up at the earliest possible moment and to prohibit any additional projects from being launched unless they conform fully with the administrative definition of a federal project.

"A 'project' being clearly defined and understood, the committee should then consider the question of the relation of the project submitted or proposed to other projects within the Bureau with a view to avoid any



duplication of work, or the crossing of wires, or entanglements, and also with a view to connect the project with others in the Bureau if such connection in a cooperative way can be effected economically and to advantage.

Legal Authority.

"In this connection it will be very essential that the committee sees that each project, both in its nature and the wording of its title, fits in with the phraseology and authority in the item of the appropriation act under which it is proposed to conduct the work. This is a very important matter.

Economic Relationships of Projects.

"As a third consideration, I think the committee should carefully consider what may be called the economic relationships of the projects. A project may be submitted that on its face looks good, but when viewed from the broad standpoint of economic relationships may not be satisfactory or may have to be changed.

"I believe all who have had experience with our projects and who know the conditions under which many of them have developed will agree with me that many of them have been projected and considerable money expended upon them without due consideration of the points just discussed.

Financing the Projects.

"As a final consideration, I think the committee should give most careful attention to the financial questions involved in every project. I do not believe a project should ever be allowed to become active unless the full financing of the project to its completion, if the end can be seen, is practicable. By this I mean that I believe that all of our projects would be better handled, more completely and satisfactorily developed, and made more effective in every way if they were made to meet the financial situation squarely.

REPORT.

"I believe the committee should encourage in every way cooperation between the different offices, but I most strongly urge that it give careful heed to the question of financing projects on borrowed funds, or on anticipated funds, or in any other way except on the actual basis of money appropriated and ready for expenditure.

"In other words, it seems to me that our projects should be handled in much the same fashion as our expenditures, where certain conditions must be met, certain papers definitely and finally approved, and certain administrative action taken before any payment of funds can be made.





Proper  
Presenta-  
tion of  
Projects.

"I shall therefore ask the Project Committee to handle these matters in such fashion that when they are finally presented to the Chief of the Bureau for approval it will be with the understanding that the project is a Federal one, that there is legal authority under the item of the appropriation act for its existence, that it is one of economic importance and promise, and that the funds are at hand to finance it. I believe if we were to agree to follow this plan it would immediately result in a concentration of effort which in a very short time would relieve much of the tension now existing - a tension that is really a pressure of what is believed to be growth rather than the actual doing of the work in sight or at hand.

Committee  
on Cooper-  
ation and  
Outlying  
Stations.

"The next committee should be known as the Committee on Cooperation and Outlying Stations instead of the Committee on Cooperative and Outlying Projects. It is necessary that one committee shall consider all projects; any other arrangement would not be effective; hence, the Committee on Cooperation and Outlying Stations will not concern itself with projects as projects, but must necessarily keep in close touch with the Committee on Projects in order to effectively handle its work.

Scope of  
Work.

"We now have between thirty and forty outlying stations upon which various lines of cooperative work are being carried on. The demand is becoming greater all the time for the establishment of more of these stations and it is highly important that we should develop and maintain a definite policy in connection with such operations. It is not intended that this committee shall at present consider the great minutiae of cooperation going on in the Bureau as a whole or in many lines of work outside. The Farmers' Cooperative Demonstration Work, for example, in the South has cooperative relationships which are necessarily of such a nature that they will have to be considered in a broad sense. What we have in mind as the function of the Committee on Cooperation and Outlying Stations is that this committee shall consider all questions relating to the work conducted on these stations and endeavor to secure and maintain proper cooperative relationships between the various offices that may be interested, bring about proper understandings and relationships with the authorities of the States in which such stations are now or will in the future be established; in short, to act in an advisory capacity in the shaping of a general policy toward these stations for the guidance of the administrative offices.



Committee  
on Effi-  
ciency and  
Promotions.

"The Committee on Efficiency and Promotions will handle all matters of promotions in the Bureau, acting in an advisory capacity in the matter of planning of the scientific force and acting in an advisory capacity in formulating and developing an efficiency register for the statutory force of clerks. In the matter of preparing the efficiency register of clerks the committee will, I think, find its work comparatively simple. This work has been handled effectively for a number of years and is now so formulated as to run smoothly. However, with respect to the scientific force the matter is entirely different. In a scientific force such as ours it is impracticable to line up the men in such a way as to give anything like fair comparisons. The best this committee can do will be to canvass the entire situation thoroughly, as has been done in the past, and endeavor to gradually shape its work so as to make practicable on the part of the administrative officers an intelligent consideration of the relationships of men to service. I think this committee could do good service to the Bureau and to the Department as a whole if it would enter upon a careful study of the salaries of scientific men outside this Department with a view to reaching some definite conclusions as to salaries paid outside in comparison with salaries paid here.

Scope of  
Work.

"The fact that a considerable number of recommendations made by the committee may not be favorably acted upon should not, I think, discourage the committee. The work of the committee, no matter whether favorable action is taken by the administrative forces or not, is in the direction of advances or construction and if kept at consistently and persistently will in the end result in good.

"There will necessarily arise many special matters connected with efficiency and promotion which will have to be handled by this committee. These will be referred to it from time to time with the idea that the questions will have consideration from the viewpoint of the Bureau as a whole and upon some occasions from the viewpoint of the Department as a whole.

Committee  
on Publi-  
cations.

"The work of the Committee on Publications will be of much importance because it must act as a guide in aiding the administrative officers to show the final results of the work of the Bureau in such a manner that they will be a credit to the Bureau and to the Department as a whole. My view of the functions of such a committee is that it should be a constructive organization





and not one for censorship. This committee can do most excellent service if it will cooperate fully with every office in the Bureau to the end of bringing about more uniformity in the matter of our publications, encourage and develop a spirit which will result in publishing where for any reason this spirit is lacking, bring about harmonious relationships within the Bureau on matters pertaining to publications, and act as an agency in effecting cooperation in publications where such cooperation is advantageous. Administratively we have pretty well defined ideas with regard to publications within the Bureau and the Department; also pretty well

defined ideas with regard to the kinds of published matter that should be issued outside. It should be recalled that the ethics affecting publications from this Bureau and from the Department are materially different from those which exist in colleges and experiment stations and, I think, are becoming more sharply defined every year.

Scope of  
Work.

Encourage-  
ment of  
Outside  
Publication.

Attention  
to manu-  
scripts of  
Paramount  
Importance.

"I think our men should be encouraged to publish outside the Department under such proper safeguards as will not conflict with the departmental ethics and departmental rules as administratively understood. The Committee could do good work by endeavoring to codify and formulate these rules so far as they apply to the general question of publication outside the Department. I would urge the Committee to put forth every effort to have the manuscripts referred to it acted upon promptly by the officers to whom they are sent. There has been considerable difficulty in the past on account of officers keeping manuscripts an unnecessary length of time. Manuscripts prepared in all good faith for issue should not be sidetracked for what may appear to be other pressing duties. In other words, manuscripts in the Bureau should be treated as we treat those coming to the Bureau for examination from other branches of the Department, that is, given the right of way over everything else as a matter of courtesy and as a matter of encouraging and developing good feeling throughout the Department as a whole.

"It is unnecessary for me to urge the need for judicial and constructive criticism of our submitted manuscripts, and in order to bring this about I believe the Committee on Publications should formulate some rules of practice which should be followed and which should govern in handling manuscripts submitted to the various officers. The committee should also consider rules of practice to follow in giving proper credit to the Department and the Bureau when publications are issued outside. There should, I think, be kept in the files of the committee as nearly as practicable a complete duplicate set of all manuscripts that go outside





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for publication. The following of these general suggestions and the adoption of others which I have no doubt will occur from time to time to the committee, I am sure will put our publications on a high plane.

Advisory  
Nature of  
All Co -  
mittees.

"Finally, it must be understood again that the committees here indicated are advisory in their nature, that the administrative officers at the last must pass on all questions anyway, and that the object of the committees is to help shape up such questions as must be handled administratively in the final effort of organizing or pushing the work of the Bureau as a whole.

Need for  
Special  
Committees.

"It will, of course, be necessary from time to time to have special committees, as has been the case heretofore. Many questions will arise which can not properly be handled by any of the standing committees and special committees will therefore have to act. In all cases it will be our plan in the future, as in the past, to call upon our scientific men for such committee work wherever it is practicable to do so.

Need for  
Harmony.

"The full standing committees must necessarily familiarize themselves with all phases of work in the Bureau in order to handle intelligently their respective duties, and this, I believe, will in the end bring about a better understanding, for misunderstandings generally arise through lack of proper contact or lack of proper getting together on the part of the men interested in related lines of work."







